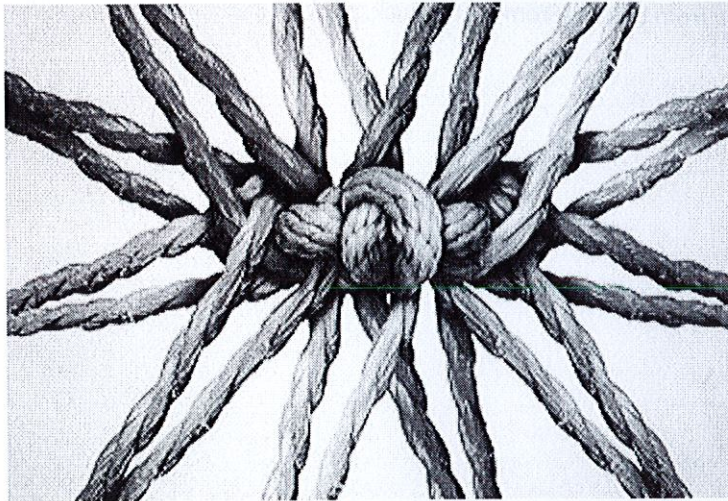


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Building Local Responses to Trafficking and Slavery



The Salvation Army

Freedom Partnership to
End Modern Slavery

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Introduction

During the 2017 Senior Officials Meeting of the National Roundtable on Trafficking and Slavery, the Department of Home Affairs (formerly Attorney-General's Department) requested that The Salvation Army provide a paper to inform two areas of work under the *National Action Plan to Combat Trafficking and Slavery 2015-19* (hereafter 'NAP'):

- Developing appropriate and effective models for strengthening connectedness with states and territories, a key areas of focus under the NAP; and
- Improving methods to improve the identification of and response to criminal forms of labour exploitation.

The paper presents international evidence supporting localised, operational frameworks as the most effective way to ensure effective responses to cases of modern slavery are in place and are effectively connected into national policy frameworks intended to counter modern slavery. The paper presents research conducted by The Salvation Army Research Department, which mapped and made preliminary analysis of local anti-slavery partnerships across Australia. Finally, the paper presents a potential model that may be adapted for the Australian context as the Government begins planning for the next National Action Plan.

Literature Review

An extensive body of international literature has demonstrated the value of formalised and strategic frameworks for a localised anti-slavery/trafficking response. One study out of the United States found that multidisciplinary anti-trafficking working groups, or task forces, are more likely to discover human trafficking and achieve successful prosecution of perpetrators.¹ Another study of the task force model, by Northeastern University², found "law enforcement agencies participating in multi-agency human trafficking task forces are more likely to have training, protocols for case coordination and specialised units or personnel devoted to human trafficking investigations and are more likely to perceive human trafficking as a problem in their community. Additionally, these agencies are more likely to have investigated cases of human trafficking."

A study of the United Kingdom's law enforcement response to trafficking³ found that Cross-Sector Intelligence Sharing Hubs were a key element to successful prosecutions, noting the various strengths and perspectives of stakeholders and the benefits of working in a coordinated rather than isolated way. The study also found "where evidence to sustain a trafficking charge fail[ed] to materialise, discussions among agencies may reveal other disruptive interventions." Stakeholders reported "that regular

¹ Northeastern University Institute on Race and Justice and Urban Institute Justice Policy Center (2012) *Identifying Challenges to Improve the Investigation and Prosecution of State and Local Human Trafficking Cases*
<http://www.urban.org/uploadedpdf/412593-state-and-local-human-trafficking-cases.pdf>

² Farrell, McDevitt, Fahy (2008). Understanding and Improving Law Enforcement Responses to Human Trafficking.
<https://www.ncjrs.gov/pdffiles1/nij/grants/222752.pdf>

³ Annon, R. (2013) In the dock: Examining the U.K.'s criminal justice response to trafficking. Anti-slavery International for the Anti-Trafficking Monitoring Group, p 65. Available at: <https://www.antislavery.org/reports-and-resources/research-reports/human-trafficking-reports/>



meetings driven by clear terms of reference had resulted in the development of relationships and trust building which allowed for the easier exchange of intelligence.”

A more recent research report from the Office of the Independent Anti-Slavery Commissioner and the University of Nottingham’s Rights Lab⁴ identified a high demand for increased coordination of partnership work at a national, regional and local level. Partnerships surveyed for the report identified emerging good practice in the areas of learning, awareness raising, support for victims and survivors, joint operations, governance and training. For instance, in the area of governance, Hertfordshire responded that their partnership ‘allows for the work to be divided where appropriate and [for] a good working relationship amongst the agencies’.

In the area of training, research found a range of innovative practices across the UK, including establishing a baseline for training needs and conducting ‘train the trainer’ workshops to enable member agencies to then train their own staff. Notably, Wales has established an organised crime and modern day slavery course and a quality assurance framework for training, which has been approved by the Welsh Government Training Framework to appropriate core competency level. Materials are held on the Cabinet Office i-cloud Direct. This ensures all materials are kept up to date and are secure for trainers to download. Every trainer return has a section for identification of disclosures made during training courses so that this can be included in the intelligence gathering picture. This work has been recognised as good practice and as a result was recognised by the UK Threat Group for Modern Slavery and has now led to the creation of the UK Modern Slavery Training Delivery Group to mirror the Welsh approach.

The “task force” approach is considered best practice by the UN Office on Drugs and Crime (UNODC), which details a range of examples tailored to local contexts in its *Toolkit to Combat Trafficking in Persons*.⁵ Among these examples is the Myanmar Anti-Trafficking Taskforce, which was established by an Australia-Asia Program to Combat Trafficking in Persons (AAPTIP)-trained policing unit: “The unit initiated a number of successful trafficking investigations and in January 2006 established nine local anti-trafficking task forces in trafficking hot spots. These task forces act as focal points for investigations and are potential focal points for international colleagues seeking cross-border collaboration with anti-trafficking law enforcers in Myanmar.”

The UNODC Toolkit describes the necessity of taskforces in protecting witnesses during trial and prosecution: “...the protection of witnesses and victims of trafficking in general calls for tailor-made solutions that are implemented in the closest possible cooperation between law enforcement, the judiciary, immigration services, labour authorities, civil register authorities, prison services and non-governmental organizations that provide victim support services... Effective cooperation between the authorities and non-governmental organizations providing victim support services requires a common understanding of the problem, agreed aims for the cooperation, a clear understanding of the distinct roles of the players, and respect for and a sufficient understanding of the other players and the way they work.”⁶

⁴ *Collaborating for freedom: anti-slavery partnerships in the UK*, <https://www.antislaverycommissioner.co.uk/media/1186/collaborating-for-freedom-anti-slavery-partnerships-in-the-uk.pdf>

⁵ Available at: <https://www.unodc.org/unodc/en/human-trafficking/2008/electronic-toolkit/electronic-toolkit-to-combat-trafficking-in-persons---index.html>

⁶ UNODC, p 236.



Similarly, the US Department of Justice Anti-Human Trafficking Task Force Strategy and Operations e-Guide⁷ emphasises the need and value of collaboration, but also notes key conditions required for collaboration to be truly effective: “The power of a successful anti-human trafficking collaborative effort is that it can transform the limitations of a singular agency or organisation into the strengths of a strategic multidisciplinary team with substantially improved capacity to impact the problem. The challenge is to become an interdependent team. In the multidisciplinary anti-human trafficking effort, the Task Force purpose is to have a strategic impact upon a complex problem. To be effective the Task Force must plan and develop coordinated responses to the victims and to the criminal justice process.”⁸

The First Response to Victims of Crime Guidebook⁹ identifies the need for an extensive network of culturally and linguistically appropriate services to meet victims’ urgent and acute needs. Noting that many victims are reluctant to engage with law enforcement, the handbook advises officers to connect victims as soon as possible with appropriate organizations that can educate victims about their rights and responsibilities; assist in providing for their basic needs; and help to reduce their anxiety and fear, particularly toward law enforcement.

In their report on anti-trafficking collaboration, the California-based Family Violence Prevention Fund stated: “The only way you can ensure trafficking survivors get everything they need is to build relationships with organizations and allies in key systems that encounter or help crime victims...To effectively reach and help survivors, you also must build relationships with the agencies closest to them and with portions of the criminal justice system that they may encounter.”¹⁰

In their analysis of human trafficking partnerships, Fukushima and Liou¹¹ argue that “strategic anti-trafficking partnerships” effectively balance prosecution and protection aims, paying due consideration to the goals and needs of the victim as a key stakeholder in the process. The authors further argue that a strategic approach to collaboration “incorporates an understanding of the differing cultural practices of participating partners that impact goals and is flexible to adapt to changing dynamics of human trafficking case or the context within which the victims are being served.”

The Recommended Principles and Guidelines on Human Rights and Human Trafficking include the following under Guideline 2: States...should consider...ensuring cooperation between relevant authorities, officials and non- governmental organizations to facilitate the identification and provision of assistance to trafficked persons. The organization and implementation of such cooperation should be formalised in order to maximize its effectiveness.

Finally, the OSCE also endorses the task force model. The OSCE Action Plan to Combat Trafficking in Human Beings, endorsed at the Maastricht Ministerial Council meeting¹², recommends that participating States establish national referral mechanisms by building partnerships between civil society and law enforcement, creating guidelines to properly identify trafficked persons, and

⁷ US DOJ Office for Victims of Crime TTAC e-Guide <https://www.ovcttac.gov/taskforceguide/eguide/>

⁸ US DOJ, p52.

⁹ National Sheriffs Association (2008) First Response to Victims of Crime: A Guidebook for Law Enforcement Officers.

¹⁰ Family Violence Prevention Fund (2007) Collaboration to Help Trafficking Survivors: Emerging Issues and Practice Pointers.

¹¹ Annie Fukushima and Cindy C. Liou (2012) Weaving Theory and Practice: Anti-Trafficking Partnerships and the Fourth ‘P’ in the Human Trafficking Paradigm. Center on Democracy, Development, and the Rule of Law, Stanford University, Working Paper 004. Available at: <http://cddrl.stanford.edu>.

¹² <http://www.osce.org/secretariat/210391?download=true>



establishing cross-sector and multidisciplinary teams to develop and monitor policies. The OSCE further states: "In line with the recommendation of the OSCE Action Plan to Combat Trafficking in Human Beings as well as regional and international standards, States should...establish or strengthen national co-ordination mechanisms, including Anti-Trafficking Commissions, or Task Forces, for ensuring the development and implementation of comprehensive, multidisciplinary anti-trafficking measures, by way of National Anti-Trafficking Strategies and Action Plans."¹³

Act Locally, Act Strategically

A key component contributing to the effectiveness of the task force model is the adaptability to local trends and the involvement of local actors. For instance, the aforementioned study of the U.S. task force model noted the important role of local law enforcement, stating:

"The [U.S.] federal government has provided strong national leadership in the fight against human trafficking, but responses from local law enforcement remain essential to the successful identification and investigation of these crimes. Municipal, county and state police are familiar with their local communities and are involved in routine activities that will likely bring them into contact with human trafficking victims and offenders....Effectively responding to human trafficking requires local law enforcement officers to recognize potential victimization and provide services to victims who may have been historically under-served by or had poor relationships with law enforcement (e.g., migrants, immigrant community member, and poor women and girls)."¹⁴

The National Sheriffs Association, *First Response to Victims of Crime handbook*¹⁵ states: "it is local law enforcement and other community-based entities, rather than federal agencies, that are most likely to first encounter victims of human trafficking. And, while trafficking in humans is largely a hidden crime, trafficking victims are in plain sight if you, as the first responder, know what to look for."

Another key component essential to the effectiveness of task forces is consistent and concerted engagement to build trustful relationships and an understanding of and respect for the roles and strengths of task force members. The UNODC states: "Effective cooperation between the authorities and non-governmental organizations providing victim support services requires a common understanding of the problem, agreed aims for the cooperation, a clear understanding of the distinct roles of the players, and respect for and a sufficient understanding of the other players and the way they work."¹⁶ "The best assessments and strategies are those that are based on effective collaboration between the various agencies that need to be part of the response to the problem."¹⁷

To build understanding and rapport, guidance by the US DOJ includes holding regular discussions of key topics that should be developed and vetted by the group, including but not limited to:

- Human trafficking trends and developments in the region
- Debriefs of adjudicated cases
- Suspicious behaviours or practices in the community for which there is not yet a response
- Lessons learned from successful or not so successful operations

¹³ OSCE (2010), *Analysing the Business Model of Trafficking in Human Beings to Better Prevent the Crime*, p80.

¹⁴ Farrell, McDevitt, Fahy (2008), p111.

¹⁵ National Sheriffs Association (2008) p61

¹⁶ UNODC, p 236.

¹⁷ UNODC, p 29.



- Information surrendered by stakeholders that may inform training or future cases
- Issues with the media including the use of victim names, photos, and case information
- Confidentiality agreements and whether to have Task Force members sign one
- Development of operational protocols to ensure a streamlined approach in breaking cases

The UNODC¹⁸ recommends the following means to foster the basis for cooperation among relevant authorities and nongovernmental organizations include:

- The establishment of a coordination group or a task force that meets regularly
- The organization of joint training involving the professional groups mentioned above
- The joint development of common strategies and procedures
- The signing of a memorandum of understanding between the organizations represented in the coordination group or a similar body, which spells out in detail the roles and functions of all players at the different stages of the proceedings

Finally, following the above guidance will facilitate what may arguably be the most beneficial outcome for anti-trafficking frameworks—normalized collaboration. As discussed in the Family Violence Prevention Fund report:

“Building good working relationships requires time and energy. It means developing and respecting a relationship of trust, which is often challenging when interests and priorities conflict. The payoff is a system that effectively and sympathetically helps all trafficking victims...To ensure such improvements live beyond the individual relationships you establish, you must work with your system allies to memorialise the improvements in written policies and protocols. Bringing others into the working relationship also will help ensure your work has lasting effects. By building the community that works together on trafficking cases and issues, you create a ‘quality control’ structure for holding all actors accountable.”¹⁹

Current Efforts and Challenges in Australia

Australia has a strong foundation for its national response to modern slavery, with robust legislation criminalizing modern slavery in all its forms and a protection framework for victims. The National Roundtable and its working group provides an annual forum to discuss emerging issues from a national policy level. As discussed in some of the U.S. research, it is absolutely essential to calibrate policy frameworks correctly at senior levels of government for things to work at the operational level. However, it is equally essential to have a consistent framework at the local and operational level across the country to effectively implement and embed policies, to prevent a siloed response and to engage the range of relevant actors who are not a direct party to the national discussion.

For instance, the National Roundtable’s Labour Exploitation Working Group, has identified and developed recommendations to issues that may be hampering the national response to forced labour, including:

- Limited engagement of civil society in screening and early engagement of suspected victims, including where victims are reluctant to provide information to law enforcement
- Differences between individuals/civil society and law enforcement about whether cases meet the definition of trafficking/slavery and how those cases progress or fail to progress

¹⁸ UNODC, p.236.

¹⁹ Family Violence Prevention Fund (2007)



- Challenges negotiating immigration and protection priorities
- Challenges in managing the impacts of the criminal justice process on victim witnesses
- Lack of a safety net for victims who are not identified or not engaged with AFP
- Low awareness of local responders (i.e. state police, health and child protection officers)

Most of these issues will not be fully addressed without consistent involvement and coordination of local stakeholders. Taking the example of conflicting priorities at the nexus between migration and anti-slavery policy frameworks, operationalizing anti-slavery priorities into locally-based, multi-disciplinary task forces is one way to ensure protection take precedence. As explained in the OSCE National Referral Mechanism –Practical Handbook²⁰:

“The way to set up co-operation structures among governmental organizations and service providers from civil society is the other central component of a National Referral Mechanism (NRM). This co-operation can reconcile what at the outset may appear to be conflicting legal positions. On the one hand, the duty of law enforcement, given the frequently illegal status of the presumed trafficked person, may be to transfer them to an institution for illegal immigrants, for example, holding them in detention awaiting deportation. This can mean that the prosecuting authorities do not recognize the presumed trafficked person’s status as a victim of a crime. On the other hand, international human-rights standards and obligations, as well as many national laws, require that the rights of these people be recognized and protected.

A co-operation agreement under the auspices of an NRM, in which presumed trafficked persons are referred to civic – and therefore non-state – support and protection structures, can ensure that victims are not held in detention and are in a position to pursue any legal entitlements. Such co-operation structures can help presumed trafficked persons to access services and to formalize their status, for example, through a short-term residence permit that enables them to move out of the grey sphere of illegality and irregularity.”

Taking the example of low awareness of first responders, many of the sources referenced previously discuss the benefits of task forces as a means to share and develop expertise, as well as conduct joint training exercises. Further still, they offer opportunities for the development of broader strategies tailored to local contexts, including direct victim outreach and community education. This is of particular importance given the findings of the Australian Government’s 2013 mapping exercise conducted by the Attorney General’s Department which sought to inform future education and awareness-raising work. Findings of particular relevance to this discussion included:

- The identification of labour exploitation amongst migrant workers
- Provision of information on rights to trafficked people
- Industry specific outreach campaigns
- Training for frontline service providers on indicators of trafficking and slavery
- Relationship building with key communities and their community leaders, including involving them in initiatives
- Broader community awareness raising of all forms of trafficking and slavery to reduce stereotypes

²⁰ OSCE National Referral Mechanism Joining Efforts to Protect the Rights of Trafficked Persons- A Practical Handbook, p 18.



As the example provided later in this paper will demonstrate, the community-based anti-slavery partnerships are an effective way to drive such activities. Preliminary discussions with Roundtable members have suggested this framework already exists; however, as the following section demonstrates, there is further work to be done.

Local Anti-Slavery Partnerships in Australia

Research undertaken by The Salvation Army in early 2018 identified nine community-based anti-slavery partnerships operating across Australia. The aim of the research was to explore the nature and scope of current community-based, anti-slavery partnerships and asked three key questions:

1. What is the nature and extent of current community-based, anti-slavery/trafficking partnerships in Australia (i.e. distribution, membership, goals, terms of reference)?
2. To what extent do the anti-slavery/trafficking partnerships in Australian plan, implement and evaluate their work?
3. What are the key challenges anti-slavery/trafficking partnerships in Australia face and what is needed to assist them to overcome these challenges?

The research looked at where partnerships are located in Australia; how they were developed; the types of organisations leading and participating in the partnerships; whether partnerships have formal aims, goals and terms of reference; and how partnerships are structured and function to achieve their objectives. The research also looked at how partnerships connect their activities and success to the aims of the *National Action Plan to Combat Human Trafficking and Slavery (2015-19)*.

For clarity, *Partnership* was defined as any group working together with different stakeholders to address slavery in Australia (excluding groups solely focusing on early and forced marriage). *Local* was defined as any group working at a local or community-based level as opposed to the national level.

The research found that whilst the nine groups are generally aligned with the key aims of the National Action Plan, the work of the groups is not directly connected to or accounted for within the NAP or the work of the National Roundtable. There was notable variance, even from within partnerships, about the name, function and objectives of the groups.

For instance, whilst all nine identified community awareness raising as a key function, only seven identified training; six identified strengthening relationships to improve case coordination; and five identified intelligence sharing and developing protocols for case collaboration as key functions of the groups. Similarly, there was variance in the degree of formalisation of partnership structures and consequently work to be performed by the groups, with only three groups having formal terms of reference. There was also notable variance in participation and only two groups had consistent state and/or local government involvement.

Partnerships consistently identified the challenges of capacity, including time and resources; lack of information about the issue in their area/region; achieving a common sense of purpose; clarifying the focus and structure of the group; determining an appropriate model for service across the group; lack of funding and, consequently, lack of consistent leadership. Groups from western states also identified the 'eastern' emphasis of anti-slavery efforts as an additional challenge.

Despite these challenges, respondents recognised that these partnerships provide a space for communication and communication is beneficial to building understanding of each other's roles; developing insights through case studies; strengthening connections into policy work; improving awareness and responses; and clarifying and streamlining referral pathways for victims.



Based on this research, The Salvation Army has developed recommendations for both the Commonwealth and State/Territory Governments. These are provided at the end of this paper.

Strengthening Connectedness with the States and Territories

The National Action Plan to Combat Human Trafficking and Slavery recognises the importance of close collaboration with local stakeholders and includes “strengthening connectedness with states and territories” as a key area of focus.

There are several activities delineated within the NAP that are meant to progress this aim, including:

- Train Commonwealth officers based in the states (DIBP; FWO; AFP)
- Review the Australian Policing Strategy
- Maintain referral protocols between prosecutors
- Ensure capacity of state prosecutors to prosecute
- Monitor the current framework and availability of victims’ compensation
- Ensure that AFP and Red Cross work with state child protection
- Develop and implement specialist training for frontline officers
- Monitor criminal and regulatory frameworks for gaps
- Develop operational protocol for minors.
- Develop and deliver referral pathways (service mapping and directory)

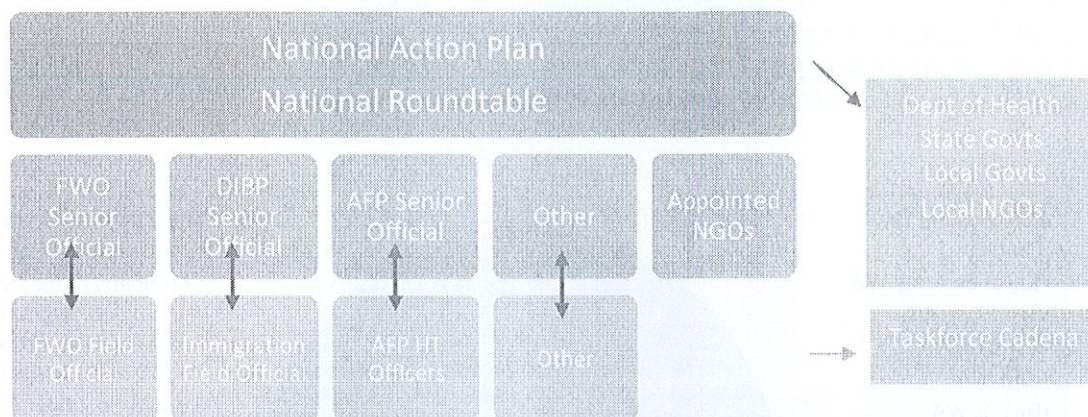
As the next section will demonstrate, having community-based task forces provides a framework through which to drive these activities. It also has a unifying effect by creating a framework for lateral engagement for field officers of Commonwealth agencies, state and local government representatives, and local NGO staff, including those not appointed to the National Roundtable. Taking the example of ensuring AFP and Red Cross work with state child protection: developing a consistent but adaptable framework across the country would not only ensure continuity across the state child protection systems; but it would also foster awareness and referral pathways into and out of child protection systems from other NGOs that do not traditionally do anti-trafficking work.

Taking the example of training for frontline officers: local frameworks will, over time, build local expertise and capacity to sustain ongoing training, reducing the financial and time burden on Canberra-based officials to travel across the country to coordinate training. Similarly, providing local training will enable more responders to be trained as state budgets are unlikely to afford sending multiple staff to Canberra for trainings like the annual AFP investigators training. Whilst the AFP has initiated trainings in other capital cities, a broader training framework will be required to progress and evaluate the forthcoming national Policing Strategy to Combat Human Trafficking.

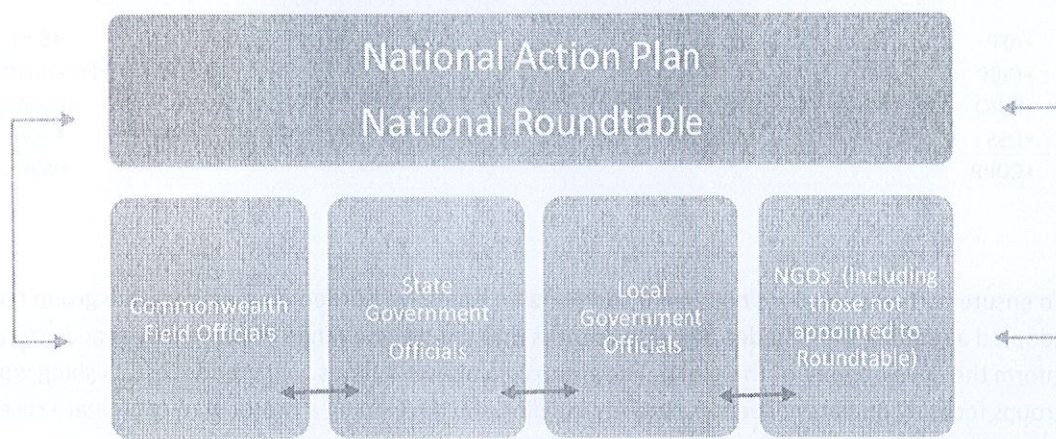
Essentially, this paper argues for a shift away from the current, federally-focused model, in which work is largely driven through Commonwealth Departments with limited or ad hoc collaboration amongst stakeholders at the local level, to a decentralized, but connected model that fosters learning, cooperation and capacity building across a broader range of stakeholders. This shift may be represented as follows:



Current Model



Proposed Model



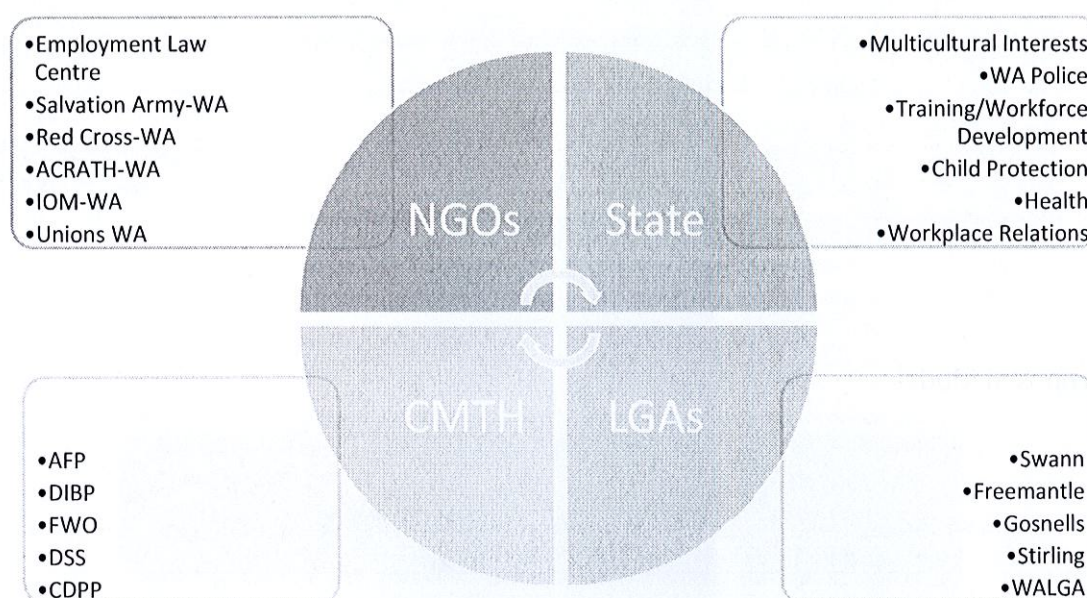
This model is currently being developed in Perth through the Interagency Group on Trafficking and Slavery. Convened by The Salvation Army, The WA IAG-HTS is a network of stakeholders from all levels of government and civil society examining exploitation and modern slavery at the local and state level in Australia. The IAG's strategy is to provide and act as a framework through which to drive ongoing, effective and holistic responses to modern slavery and to strengthen the national response through greater connectivity between the State and the Commonwealth.

Its purpose is to minimise and ultimately prevent risk and harm of modern slavery by achieving the goals of:

- Partnerships between key stakeholders, the community and survivors of crime
- Protection of victims,
- Pursuit of strategies to detect and disrupt modern slavery crimes, and
- Prosecution of offenders



Membership is currently comprised of representatives from key community-based and government agencies that either do or are likely to have a role in identifying and responding to victims of slavery and related crimes. As suggested by the literature,²¹ membership is managed through an expression of interest process to ensure that participants have a clear and direct role and are able to meaningfully contribute to and benefit from participation in the group.



To ensure participation does not create additional or excessive burden on members, the group has adopted a rotating chair model. This also ensures that the diverse range of perspectives and strengths inform the development of the group. The group convenes 3-4 times a year and is establishing working groups focusing on data collection, capacity building and developing a protocol to coordinate case response.

Over time, the group has developed from basic information sharing to discussing more operational matters, including recent Taskforce Cadena activities. The group's progress is largely attributable to the sustained commitment of members and the endorsement of senior officials within government departments to send their operational staff to engage in these meetings.

While the group continues to progress, however, it shares the challenges identified by other anti-slavery partnerships that participated in The Salvation Army's research and we offer recommendations to assist in addressing these challenges below.

²¹ TTAC Guide states: "It is recommended that Task Force operations be conducted with some level of screened participation. Not all organizations add value or contribute to the mission of the Task Force. Members should have the capacity to actively contribute to the mission, vision, core values, and strategies, and not just attend meetings. Such conditions serve to enhance the focus of the group, develop and build upon key working relationships, and enhance trust and confidence among essential responder agencies and organizations." p.32



Conclusion

Recommendations for the Commonwealth

1. Conduct further joint research into local antislavery networks/partnerships, including a pilot program, to inform a new national strategy for strengthening connectedness with states and territories under the next National Action Plan on Trafficking and Slavery 2020.
2. This strategy should be developed in close collaboration with the states/territories and focus on developing a nationally-consistent, but flexible framework to structure and drive community-based work between local stakeholders and to facilitate collaboration and information sharing across states and with the Commonwealth.
3. Develop a common terminology and set of definitions to clarify work for current and potential network participants.
4. Improve frameworks for institutionalising and communicating information for network participants

Recommendations for State Governments

1. State and Territory Governments should commission research and analysis to develop state risk profiles to inform priorities and strategies relevant to each state and territory.
2. State and Territory Governments should commit to have staff from key agencies, such as Health, Police and WorkSafe, to both participate in locally based antislavery partnerships and to undergo training.

Formalizing local collaboration creates an arena in which stakeholders may plan and implement local strategies for identifying and reaching out to vulnerable groups. It creates a framework through which to formalize and sustain ongoing capacity building of key responders such as health officials and local police. It can also provide avenues to engage ordinary citizens, including community and business leaders, to improve awareness of and responsiveness to potential cases.



Appendix 1- Enhanced Crisis Response Model and the Los Angeles Metropolitan Taskforce²²

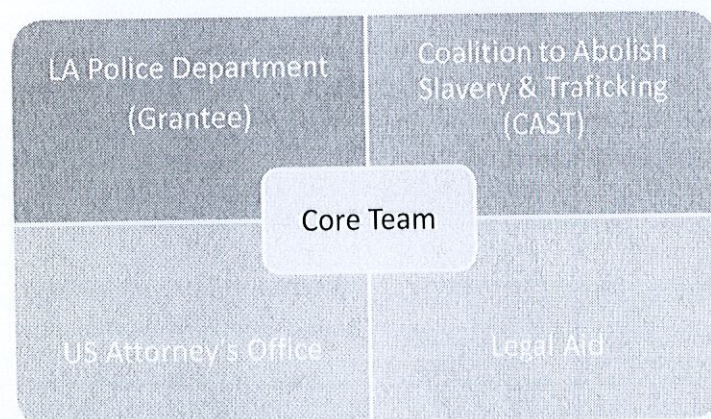
In 2003, the US Department of Justice funded a number of NGOs across America to provide services and advocacy for victims of human trafficking. Known as the Enhanced Crisis Response Model, funds were administered through the DOJ Office for Victims of Crime (OVC). As a condition of funding, OVC-funded NGOs were required to fulfil three key objectives:

1. Identify and provide social and legal assistance victims of trafficking;
2. Develop local service capacity for key services like shelter, health and mental health; and
3. Provide training and outreach to targeted groups, including law enforcement and the public.

A natural outcome of working cases with government and law enforcement agencies (LEAs) was the creation of a working group to discuss matters and strategize in a confidential location. Initially, members included the Federal Bureau of Investigation (FBI), Immigration and Customs Enforcement (ICE), the Assistant US Attorney (AUSA), CAST and Los Angeles Legal Aid.

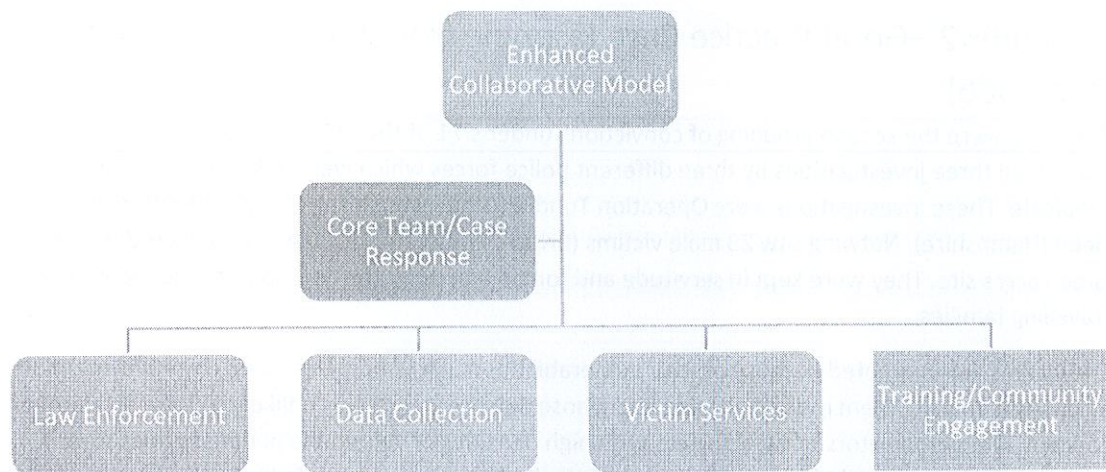
Prior to formalisation, participation in the LA task force was both limited and ad hoc, making it difficult at times to work through problems and reach acceptable outcomes for all parties. Sustained and effective cooperation was heavily reliant on the personal interest and investment of individual members and ceased when those members moved on. Limited understanding of each organisation's strengths and limitations sometimes resulted in chaos during emerging cases, which invariably impacted on victims, investigations and the process of preparation for trial.

Recognising the need for stronger collaboration and intelligence-sharing, the US DOJ funded a series of task forces across the country in 2005. (Over the following years, 43 task forces would be funded.) Whilst only law enforcement bodies could apply for task force grants, funding required applicants to secure Memoranda of Understanding with a lead victim service provider, which in most cases ended up being the nearest OVC-funded organisation. In Los Angeles, the leadership model was as follows:



From this core team, the structure of the task force became as follows:

²² <https://ojp.gov/ovc/grants/pdf/FY-2017-Enhanced-Collaborative-Model-To-Combat-Human-Trafficking-Solicitation-508.pdf>



Working Group	Membership	Purpose/Activities
Core Team/Case response	Core team and any agencies involved in an operation or ongoing case.	To develop, implement and monitor emergency response protocol for a streamlined approach to emerging cases.
Law enforcement	LAPD, AUSA, LA District Attorney, FBI, ICE, Federal and California Dept of Labor, Sheriffs, other police forces in the metropolitan area	Met to discuss operational issues, capacity building of law enforcement agencies, etc.
Victim services	CAST, Legal Aid and over 25 groups across Los Angeles. This group predated the task force as it started under CAST's 2003 OVC grant;	Provided comprehensive case management for victims, including housing, health/dental care, emotional support, and interpretation
Data collection/Reporting	Key response agencies interacting with victims, including CAST, Legal Aid, FBI, ICE; DOL.	Facilitated data collection for grant reporting and local intelligence-gathering.
Training/Community Engagement	Led by CAST and LAPD with cooperation from key response agencies with experience in working with victims through service or investigative capacity.	CAST, Legal Aid and others created a public awareness campaign called Know Human Trafficking. Be Alert, Be Aware, employing the use of a new toll-free hotline, billboards and bumper stickers.

Through the formalisation of the task force, the group grew in size and expertise and relationships improved significantly as organisations began to participate in a more consistent and proactive way. Task force members have cooperated to successfully prosecute landmark cases, including: US v Valenzuela et al²³ and the Pelayo case.²⁴

²³ https://www.unodc.org/cld/case-law-doc/traffickingpersonscrimetype/usa/2009/united_states_v_valenzuela_et_al.html

²⁴ <https://www.justice.gov/opa/pr/california-couple-plead-guilty-alien-smuggling-scheme-which-some-were-forced-work-elder-care>



Appendix 2 –Good Practice Case Example from the UK (From In the Dock, p66)

The cases were the second grouping of convictions under s.71 of the CJA in 2012/2013. The cases concerned three investigations by three different police forces which were linked to the same crime syndicate. These investigations were Operation Tundra (Gloucestershire), Netwing (Bedfordshire) and Helm (Hampshire). Netwing saw 23 male victims (British, Polish and Lithuanian) recovered from the Green acres site. They were kept in servitude and forced labour by the defendants who were Irish travelling families.

The victims were targeted because of their vulnerabilities, such as homelessness, unemployment and alcoholism, making them more malleable and whose disappearance was unlikely to raise an alarm or concern. The perpetrators targeted places with high densities of vulnerable people such as soup kitchens and homeless shelters. Victims were controlled using a mixture of physical force, threats, psychological coercion and emotional abuse. The exploiters also used victims with elevated status to oversee, manipulate and assault their peers in exchange for better treatment and conditions. Some of the victims remained in this situation for 15 years, others for just a few days. In many cases, the victims did not identify themselves as such, believing that they were indebted to their exploiters as they had curbed their alcoholism, and had been given purpose and structure in their lives. Suspicions were first raised in early 2011, when a man who had been reported missing a year previously, was located in the company of the Connors. It transpired he had been and was still living at the Greenacres site. A few months later another man escaped when carrying out door-to-door canvassing for tarmacking opportunities. Uniformed officers later attended the site where they were told that no offences had been committed and that the workers were there of their own accord. After Bedfordshire Police contacted the UKHTC, the tactical advisers were able to assist in Operation Netwing. The UKHTC coordinated police action and proposed the s.71 offence which had not been previously considered. An operations plan to gather evidence was devised in partnership with the UKHTC. Before action was executed at Greenacres (the main exploitation site) evidence was gathered using covert surveillance to document abuse as well as collecting statements from escaped victims. The CPS was involved early on and suggested that prior to the arrest day there was enough evidence to remand the suspects in custody. This was important in order to prevent intimidation of victims whilst awaiting trial.

As many victims were expected, the UKHTC implemented its Reception Centre model, utilising witness strategies and ABE interview policies. The Reception Centre is a controlled environment where victims are taken after raids for the purpose of victim identification, initial protection, needs assessment and evidence preservation. The UKHTC was able to advise on the suitability of the Centres with regard to security, and assisted the police in organising staffing utilising other agencies such as the Red Cross and The Salvation Army.

After initial resistance, some victims were ABE interviewed by police with support from SOCA officers in the Vulnerable Persons Team (VPT). The VPT assisted them with UKHTC knowledge i.e. interview planning etc., and were present during the interviews. The UKHTC also encouraged the police to commence a financial investigation from the beginning of the enquiry, which proved fruitful as £4 million was recovered thus remunerating investigation and court costs.